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HISTORICAL STATEMENT FOR THE PERSONNEL OFFICE

Major Events in the Evaluation of the Personnel Office

With the establishment of the Central Intelligence Agency in July, 1947, the overall size of the former Central Intelligence Group was considerably increased and the Agency has grown since that time. One of the primary personnel problems during this period has been that of obtaining qualified personnel to staff the ever increasing programs. In an effort to become more effective in handling personnel matters of a constantly growing and maturing agency, changes have been made in the functions, organizational structure and size of the various segments of the office.

Initial Personnel Organization Was Decentralized

Initially, there was a central personnel unit for servicing all units of the Agency except the Office of Special Operations which had a self-sustaining administrative staff. In 1949 responsibility for the administrative activities of OSO was placed in the central administrative offices, and shortly thereafter a fundamental reorganization took place in the personnel unit. The central unit was split into two Personnel Divisions--one located in the Administrative Support Staff, established for providing administrative service to overt offices and the other in the Special Support Staff, which serviced the covert offices. At the same time, a Personnel Staff was established to provide policy guidance to the Executive of the Agency on personnel matters.

Establishment of Personnel Office in 1950 Along Functional Lines

Later, in October 1950, the organization of the various administrative offices was again altered in an effort to improve service to operating units. On this occasion, the separate Personnel Divisions and the Personnel Staff were united under the leadership of a Personnel Director and reorganized on the following functional basis: Personnel Division (Overt) was established to provide placement, personnel relations, and transactions and records services for the overt offices and a clerical pool and a testing service for the Agency; Personnel Division (Covert) was established to provide placement, personnel relations, and transactions and records service for the covert offices; the Classification and Wage Division was established to provide a central wage and salary administration program; the Personnel Procurement Division was set up to provide a central recruitment service for the Agency, replacing the recruitment services formerly provided by the Placement Branches of the two Personnel Divisions; the Military Personnel Division, which had previously been located in the overt Personnel Division, was set up independently to continue its function as the central military personnel unit.

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Leadership of Personnel Office

Mr. Judson Lightsey was appointed Personnel Director and served until early in 1948. Mr. William J. Kelly occupied the position until mid-1951, at which time the position of Assistant Director (Personnel) was created. [REDACTED] 25X1A [REDACTED], U.S.A.R., was appointed in July 1951 as Assistant Director (Personnel) and shortly thereafter [REDACTED], formerly Deputy Personnel Director, assumed the position of Acting Personnel Director. In March 1951, [REDACTED] left the Agency and was succeeded by Colonel [REDACTED] who is presently serving as Acting Assistant Director (Personnel); [REDACTED] was designated as Personnel Director.

Special Authorities and Responsibilities of Personnel Office

Two of the primary aims of the Office of Personnel have been to handle day-to-day staffing operations as efficiently and expeditiously as possible and, at the same time, to set up a personnel organization and program which would serve the Agency's needs at the present and in the future. Because of the nature of the functions performed by CIA, there are many unique problems which cannot be solved by following customary Federal personnel policies, procedures and practices. In recognition of this fact, the Agency has been exempted from various requirements generally established for Federal agencies. For example, the Civil Service Commission in September 1947 excepted the Agency from all civil service competitive examination and certification procedures which are normally followed in making Federal appointments. The Congress in October 1949 exempted CIA from the Federal position classification and compensation system. Previously, the National Security Act had vested in the DCI authority to effect terminations of employment whenever deemed "necessary or advisable in the interests of the United States"--despite other provisions of law governing the separation or removal of Federal employees.

Staffing Requirements

Only recently have the staffing needs of the Personnel Office become fully recognized. The expansion of personnel in the various operating segments amplified and intensified the activities performed in the Personnel Office by a staff which constantly shrank in proportion to the total agency staff. For this reason, it was often necessary to neglect major programs of personnel management in order to provide the recruitment effort essential to locating and initially assigning personnel. Numerous programs, such as placement follow-ups, designed to determine the effectiveness of initial assignments and to ensure the most propitious placements of personnel, establishment of qualifications standards, to ensure the obtainment and utilization of the best qualified individuals, and establishment of classification standards, to ensure equal pay for substantially similar work, were desired but could not be realized because of the need for concentrating all available efforts on immediate problems. Heavy hiring operations were carried on in an atmosphere of pressure and uncertainty as to needs, and without the assurance that the individuals recruited would adequately serve the Agency's requirement for an effective, productive work force.

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In retrospect, it is apparent that if additional staff had been provided for instituting these needed programs, the staffing job would have been more effective.

Growth of the Functions and Internal Organization of the Personnel Office

In the wake of a growing awareness that the Agency required more than a hiring hall to meet its personnel needs came a decrease in previous reluctance to the establishment of an adequate personnel organization. The results of this recognition are reflected in the scope of operations now performed by the internal units of the Personnel Office.

Personnel Studies and Procedures Staff

✓ The Personnel Studies and Procedures Staff was set up to assist the Personnel Director in all phases of the personnel program. It has played a major part since its inception in developing hitherto neglected functions. This Staff was activated in April 1951 with the stated purpose of surveying, reviewing and reporting to the Personnel Director on all phases of the personnel program, field and departmental; developing and coordinating legislative, budgetary, procedural and reporting requirements; planning, developing and conducting studies of personnel office organization, staffing, standard operating procedures, and special management projects and studies as required.

25X1A [redacted], who is now the Deputy Personnel Director, was appointed as the first Chief of this Staff; [redacted] replaced [redacted] as Staff Chief in early 1952.

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Personnel Procurement

✓ In late 1950 the personnel procurement function of the former Procurement and Placement Branches was separated from these Branches and was established in North Building as the Personnel Procurement Division. It was assigned the responsibility for all Agency personnel recruitment. Although this was the first time that the Agency had established a unit for the sole and specific purpose of locating and interesting personnel in CIA employment, the demand for increasing numbers of qualified applicants had grown so urgent that this measure was necessary. [redacted] of the covert Placement and Procurement Branch who had been very closely associated with earlier field recruitment efforts assumed the role of acting head of the new Division, until the selection and appointment of [redacted] as chief. Although the 25X1A T/O of the new unit represented a substantial increase over the manpower formerly allotted to recruitment, only 19 positions were originally authorized. These were later increased to [redacted]

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It became increasingly apparent that field recruitment would have to be intensified if the Personnel Office were to accomplish the task of staffing

the ever-growing Agency. It was obvious that recruiters had to be responsible citizens of broad acquaintance in the worlds of business, industry, education, science, etc., and it was also recognized that this staff should be allowed maximum flexibility and freedom, consistent with security requirements, in contacting potential candidates for vacancies.

A survey and re-evaluation of the functions and accomplishments of the Personnel Procurement Division was conducted in April and May of 1951 which resulted in a further re-organization of the Division and contributed to the approval of staff increases. During the course of re-organization,

25X1A [redacted] was assigned to the position of Division Chief and [redacted] 25X1A
25X1A [redacted] became Assistant Chief. Since January 1952, [redacted] 25X1A
has occupied the position of Division Chief. [redacted] was design-
ated as the first Assistant Chief and recently [redacted] was
assigned to this position. 25X1A 25X1A 25X1A

Placement

25X1A In the original central personnel unit, the leadership of the procurement
25X1A and placement function was provided by [redacted] who was subsequently
promoted to a key position in the Agency. [redacted] was succeeded for a 25X1A
short time by [redacted] who is now Personnel Director. [redacted]
was succeeded by [redacted], now Assistant Chief, Personnel
Procurement Division.

25X1A As the concept of separate personnel staffs for overt and covert opera-
25X1A tions was imposed, the overt placement function was placed initially under
the supervision of [redacted], currently Personnel Officer for OSO,
and later under [redacted] who is still serving as Acting Chief of
that unit. The covert placement function was first the responsibility of
25X1A [redacted], now Assistant Chief, Personnel Division (Covert),
and is currently under the leadership of [redacted] 25X1A

The placement units, when operating as a combined procurement and place-
ment activity, were almost totally concerned with obtaining and initially
assigning personnel. Even when relieved of procurement activity, the initial
placement activity represented so large a volume of work that subsequent review
to determine whether these initial placements were satisfactory or not was
impossible. It is probably in this area that the Agency pays most heavily for
sacrificing a well-rounded program to the demands of recruitment. Especially
in the face of uncertainty as to the types of people needed for various posi-
tions it becomes important to evaluate the success of placements to determine
which kinds of qualifications have been more successful. Also, it is probable
that a high number of potentially qualified personnel who were lost to the
Agency because of job dissatisfactions which might have been discovered through
placement follow-up. Losses in terms of personnel assigned to positions which
were performed adequately but were not best suited to individual capabilities
are unmeasurable but again may be reasonably estimated in substantial number.

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The concept of the Placement Officer as the liaison between the Personnel Office and the operating unit is becoming a reality. The Placement Officers are required to be in close and constant contact with operating officials and are encouraged to use these contacts in every possible way to improve the over-all personnel program in the Agency. This concept is predicated upon the fact that the real Personnel Managers of the Agency are the numerous supervisors who deal daily with the many members of the Agency. The Personnel Office staff cannot possibly maintain the close association with each individual in the Agency needed to achieve the ideal of a productive, well-utilized work force; it can, however, offer expert advice and assistance to individual supervisors and to Agency management which will contribute to establishing and maintaining an effective working program of personnel management.

Personnel Relations

In the early days of the Agency, a central Personnel Relations unit served all offices except OSO. This unit was responsible for providing a full personnel relations program, including employee counseling service designed to provide personnel with counseling and guidance on matters affecting personal adjustment, work productivity and job satisfaction; planning and administering various programs of employee services and activities, such as housing, recreation, hospitalization, car pools, child care, education, blood donor program, and fund raising campaigns; review and recommendation of appropriate action in disciplinary cases; and the promotion of constructive handling of personnel grievances.

At first the personnel relations activity was essentially a fire-fighting type of operation in that problems in that area were only brought to the unit's attention when the last stages had been reached. The fire-prevention approach, currently apparent, is another result of the growing awareness of the need to put a genuine, well-rounded personnel program into operation in the Agency. Fairly recent innovations in the program include a pre-exit interviewing plan which attempts to spot and resolve separation cases before the qualified persons finally decide to leave the Agency. Such cases may arise from personal dissatisfactions on the part of the individual which can be resolved or from failure to reassign a potentially qualified individual who has remained too long in a position not suited to his capacities.

The Personnel Relations Branch has played a major role in developing organizational plans for an employee Welfare and Recreation Association. Proposals for such a group have been made periodically for some time but only recently were they given general approval by the Director of Central Intelligence. Even though it is anticipated that the actual organization will be operated by personnel of the Agency, present planning contemplates that the Personnel Relations activity will continue to assist in various ways.

Although the Personnel Relations functions theoretically evolved in the same pattern as other personnel functions, the reorganized unit in the Overt

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Personnel Division provided the central service in fact until the recent activation of the Personnel Relations Branch of the Covert Personnel Division. The central unit was originally headed by [REDACTED] who was succeeded by [REDACTED]. Subsequently, [REDACTED] was designated Acting Chief of the Branch. [REDACTED] assumed this position in late Spring, 1952. The new unit on the covert side is headed by [REDACTED]

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Transactions and Records

The Transactions and Records Branches are often overlooked because of their primary concern with the papers of the personnel activity rather than with the individual represented by these papers. It is, of course, essential that proper records be maintained and that personnel actions be properly processed to meet all legal and regulatory requirements. This assumes that personnel actions must be properly authorized within the Agency and that an accurate record be kept at all times of the staffing status of the Agency. The Transactions and Records Branches therefore are responsible for actually processing appointments, promotions, separations, etc., and for assuring that these actions are taken under proper authority and reported to proper offices. The position controls or inventories are maintained, showing a record of each position authorized in the Agency according to its grade, salary, organizational location and occupancy. When personnel are transferred, the service record cards, which serve a dual purpose as a record of the particular individual's Federal employment and as a record of the staffing of the particular job, must be transferred appropriately. Proper notation must be made when a candidate is placed in process for a particular vacancy in order that two individuals will not be recruited for one job.

As the source for the official personnel documents concerning the individual members of the Agency, the unit logically inherited the task of preparing various statistical reports. It also performs many miscellaneous tasks which must be done which are not inherently the responsibility of any particular personnel function.

The Transactions and Records Branch of the covert Division is faced with additional and unique problems in fulfilling this responsibility for overseas operational positions. Certain special security requirements must be satisfied with respect to employment of semi-covert and covert personnel in the continental United States and overseas. Until fairly recently, this Branch took care of all phases of integration into other Departments for cover purposes although this responsibility has recently been transferred out of the Personnel Office. The relatively simple matter of keeping books on personnel awaiting overseas assignment or returned from overseas becomes a fairly complicated matter. The particular security problems raised by the nature of CIA's mission make the whole program of transactions and records-keeping difficult.

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Central Processing

Another function required of the covert Branch is that of providing a central processing service for all personnel on the way to, or returning from, overseas assignment. Originally, fiscal personnel handled the phase of their processing related to fiscal matters, travel personnel took care of travel functions, medical personnel took care of medical functions, etc., with the result that the particular individual being processed was required to visit various units in widely separated locations in going through the various stages of processing. In addition, the need for coordinating the activities performed by each of these offices complicated the processing job. During the period in which there was a special Personnel Division (Employees Division) located in the Special Support Staff, which provided administrative support to the covert offices, a central service was installed. In the subsequent reorganization, the service was abolished and each of the offices concerned resumed the practice of taking care of its own particular segment of the job. The recent reactivation of the central service was made upon request for a return to the simpler and more efficient system.

Classification and Wage Administration

The Classification and Wage Division is responsible for allocating Agency and NSC positions (parenthetically it may be noted that all personnel services for the NSC are provided by the CIA Personnel Office); developing Agency classification standards; conducting wage administration activities for ungraded positions and for indigenous and foreign nationals employed at foreign stations; providing job evaluation services and guidance pertaining to salaries of agent personnel; directing, coordinating and conducting job analyses, position surveys and the development of position descriptions; advising and consulting with operating officials on classification activities and problems; and collaborating with the Organization and Methods Service in connection with the establishment of Tables of Organization. In brief, the Classification and Wage Division is primarily responsible for assuring that CIA wage and salary policies remain in general alignment with the general Federal structure and that there is similar pay paid for similar work.

Actually, the service provided by the Classification Division is basic to much of the personnel program. To illustrate, how can job qualifications be determined without a knowledge of what is to be done? How can training programs be set up for particular groups of jobs if there is insufficient information as to the nature, difficulty and responsibilities of the positions affected? Thus, it is obvious that the Classification and Wage Division, in addition to pricing positions, provides services which are fundamental to the entire personnel structure.

The Central Intelligence Agency has been excepted from the requirements of the Classification Act of 1949 which prescribes position classification and salary administration requirements for most Federal agencies. The

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X Director of Central Intelligence has stated his intention, however, that the Agency adhere as closely as possible to the principles and policies stated in the Act. Prior to its passage, there had been an earlier understanding with the Civil Service Commission that the Agency was privileged in position classification by virtue of authorities contained in P. L. 110, and the previous Commission practice of reviewing Agency position allocations discontinued.

From the outset, it had been apparent that certain unique functions or combinations of functions not normally performed made it difficult, if not impossible, to fill all CIA positions in accordance with the established structure of position classes. The only alternative to arbitrarily placing positions in the established class most nearly approximating the CIA position was to set up specifications for unique positions. At the risk of repeating too often the story of too few people to do the job required, it should be noted here that the original staffing allotted to the task of position classification did not permit approaching this program in the most efficient manner. Because it has not been feasible previously to adapt available uniform standards for classifying jobs and little could be done to establish general descriptions against which individual jobs could be measured, classification has of necessity been accomplished against a number of standards, including existing Commission standards for all jobs of a similar nature and surveys made within the Agency on an individual basis. The current program of the Division includes setting up the necessary criteria.

Obviously, the position information required to serve the needs of the Division and other personnel activities must be recorded; for this reason, the Division prepares written descriptions of the duties performed in each job and periodically reviews these descriptions to keep them on a current basis.

Touching very lightly on the topic because of the security consideration involved, it is simply noted that the organization of certain missions requires advice on salary structure outside the Federal system. The Classification and Wage Division is charged with Personnel Office responsibility in this regard.

Finally, this Division, because of its knowledge of the particular duties performed and the kinds and numbers of personnel required to do them is responsible for assisting the Organization and Methods Office in establishing Tables of Organization for various Agency components.

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[REDACTED], original chief of the Classification Branch, was replaced by [REDACTED], the present chief. In the period since 1947, however, the classification and wage function has been shifted in the same pattern as other personnel functions. In the re-organization following the inclusion of OSO among the offices serviced by the central administrative units--and it has hitherto been omitted that the tremendous growth of OPC began at about this time--a covert classification Branch was

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established in the special Support Staff with [REDACTED] as Chief. [REDACTED] were successively Chiefs of the overt Branch. The position of Classification Officer was established in the Personnel Director's Staff and [REDACTED] 25X1A [REDACTED] functioned in that capacity.

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Pool Administration, Testing and Training

✓ One of the special problems experienced in staffing the Agency was raised in connection with the long period of time required to obtain security approval for the employment of any individual. At a time when various agencies were also interested in recruiting many classes of personnel, CIA was at a distinct disadvantage in being required to delay entering personnel on duty for months when other employers could offer almost immediate employment. As a part of the solution to this problem a plan for granting provisional clearances was developed which permitted the employment of personnel to perform unclassified work during the investigation period. A pool was set up under the jurisdiction of the Personnel Office to provide supervision for clerical personnel employed under this arrangement. This pool has grown from a small-scale operation to a large unit which not only sustained itself by the amount of productive work performed for various offices of the Agency but has also been utilized for training personnel prior to permanent job assignments.

7, The training aspect of the pool became increasingly important as the severe competition of clerical personnel made it progressively more difficult to recruit individuals with skills at an acceptable level. At the present time, an improved training program designed to equip personnel with the background needed to assume Agency jobs without additional on-the-job training in Agency methods is contemplated.

Organizationally, the Pool was initially sponsored by the Testing and Evaluation Section, Procurement and Placement Branch, and was later separated from that Section and placed under the cognizance of the Placement Branch. In a subsequent re-organization, it was returned to the Testing Branch, which was then re-named the Testing and Training Branch. In a very recent change, the pool was again separated from Testing and is now the Interim Assignment Branch of Personnel Division (Overt). This arrangement places responsibility for administering the pool in the Personnel Office and responsibility for training operations in the pool in the Training Office.

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The testing activity was initiated in October 1947 under the direction of [REDACTED]. Testing service was initiated to assist placement and operating personnel in making decisions about individuals in conjunction with the other information available to them--employment and educational history, interviews, etc. This activity was started on a very small scale and confined to testing clerical ability, typing and stenographic skills of clerical personnel. One of the earliest research projects undertaken was a validation study of these tests. As the demand for

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testing service increased, the program was extended to include all personnel for positions in GS-9 and lower grades. Naturally, this required comparable expansion in physical and staff facilities as well as in test research and development activities.

25X1A The early achievements of the unit included the development of test batteries appropriate for various general types of positions, such as Intelligence Officer, Administrative Assistant, Librarian, Secretary, etc. It must be admitted that the total research program necessary to support a testing service of this scope was limited, due to the lack of adequate staff. Unavailability of specific and accurate job information further hampered the program. The activity continued to provide advisory service with a minimum program of research, however, by relying heavily upon the professional judgement of the staff members and the knowledge of the Agency which they acquired. After [redacted] promotion in the fall of 1949 to the position of Chief of the newly created Personnel Division, under the Administrative Support Staff, the unit functioned without any incumbent in the Chief's position until the summer of 1950. At that time, [redacted] was appointed Chief, Testing and Training Branch.

Military Personnel Administration

25X1A The Military Personnel Division is the only personnel unit concerned with military personnel activities and has full responsibility for all phases of the military personnel program. This Division is an outgrowth of the Headquarters Detachment, CIA, and the Naval Command; these units were established initially under [redacted]. In subsequent reorganizations, the Military Personnel Branch was established as part of the overt Personnel Division and now operates as a Division of the Personnel Office. Lt. Colonel [redacted] was in command of this unit from 1948 until quite recently when he was relieved by [redacted] 25X1A

25X1A This Division has grown from a small group of enlisted personnel to a sizeable Division of several branches concerned with various phases of personnel activity.

Career Service

25X1A In a letter to the Honorable John McCloy, dated 17 March 1951, General Smith expressed an interest in building up a corps of well-qualified men here who are interested in making a career with the Central Intelligence Agency. The Office of Training prepared a plan which was transmitted to the DCI on 3 July 1951 by Colonel Matthew Baird, Director of Training. This plan had received the indorsement of [redacted] Assistant Director for Personnel, and was approved, in principle, by the DCI on 24 July 1951. It was distributed to the Deputy Directors and the Assistant Directors on 7 August 1951, under the title, "A Program for the Establishment of a Career Corps in the Central Intelligence Agency," and the comments and recommendations of the Deputy Directors and Assistant Directors were obtained.

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As a consequence of these recommendations, the DCI, on 13 September 1951, established a Career Service Committee, consisting of [REDACTED] Assistant Director for Personnel (Chairman), [REDACTED] Assistant Director for the Office of National Estimates, [REDACTED] Assistant Director for the Office of Special Operations, and Colonel Matthew Baird, Director of Training. The Committee was directed to implement the proposal to establish a Career Program in CIA, and to resolve such differences of opinion as had been voiced by the Deputy Directors and Assistant Directors in their comments and recommendations. The Committee selected [REDACTED] to act as its Executive Secretary.

The Committee first met on 24 September 1951, and between then and the transmittal of its Final Report in June of 1952 it held twenty-eight meetings. The Committee established eight Working Groups as follows: SELECTION CRITERIA, EMPLOYEE RATING, CAREER BENEFITS, TRAINEES, EXTENSION TRAINING, ROTATION, PERSONNEL DEVELOPMENT PROGRAM AND HONOR AWARDS. Each of these working groups was assigned a series of specific problems and the Executive Secretary was directed to coordinate the activities of the Working Groups. The Committee and each of its Working Groups kept detailed records and minutes of their proceedings so that it would be possible for full coordination of the intricate and complex aspects of the establishment of the Program to be effected. More than sixty key executives of the Agency have taken an active part in the activities of these Working Groups in the development and planning of the Career Service Program.

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Mr. Walter Reid Wolf, Deputy Director (Administration), became Chairman of the Committee when the resignation of [REDACTED] became effective in April. [REDACTED] was unable to continue as an active member of the Committee and his place was taken in January by [REDACTED] Assistant Director for the Office of Current Intelligence.

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Among the many persons and organizations with whom the Committee conferred, or whose advice and assistance were given on an informal basis, were Mr. Ewing W. Reilley of the firm of management engineers, McKinsey and Company, Mr. Harvey H. Bundy, former Assistant Secretary of State and co-author of the Hoover Commission Task Force Report on Organization for the Conduct of Foreign Affairs, the Ford Motor Company, Standard Oil Company (N.J.), Trumbull Electric, Johnson & Johnson, United States Rubber Company, the W. L. Maxson Corporation, Bell Telephone Company of Canada and Koppers Company, Inc.

The Career Service Committee made a Program Report to the DCI on 22 January 1952 in which the general framework of the proposed Career Service Program was sketched. On 7 March 1952 the Committee received the DCI's comments on the Progress Report which listed eight major points, each containing a number of items which the DCI wished to have considered. As a result of this, four of the Working Groups were called back into existence, a new one established, and during the months of April and May the final matters of controversy were resolved and the final details of the proposed Program were planned.

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The Final Report of the Committee was transmitted to the DCI on 11 June 1952, and he approved it on 13 June 1952. X

X Report of Career Service Committee is attached.

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